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ALAMEDA COUNTY SOLID WASTE MANAGEMENT AUTHORITY

470 - 27th Street, Room 325, Oakland, CA 94612

Tel. 874 - 6248

DATE: June 13, 1979

TO: SOLID WASTE MANAGEMENT BOARD - PLAN REVIEW COMMITTEE

FROM: William M. Fraley, Secretary

SUBJECT: Report on Plan Conflict Resolution

The Consultant has identified a range of conflicts in the present plan and recommended alternative language as a means of resolving the conflicts. These were discussed by the two Committee members attending the last meeting held May 16, 1979, and revisions to remove conflicts were suggested for presentation to the Authority Board. The Consultant's recommendations are included in the attachments dated May 18 and May 23, 1979. The Castro Valley Sanitary District and the City of Alameda have submitted comments, which are attached for your information.

The Committee members present felt that conflicts 5 and 6 are of such significance that they should be discussed by the entire Authority Board to assure that specific instructions given to the consultant reflect the position of the Board. This will avoid the expenditure of a considerable amount of consultant time and result in recommendations which may not be consistent with the wishes of a majority of the Board members.

The Consultant's response to conflicts 1 through 4 reflect the directives of the Committee members present at the May 16 meeting. The consultant has presented recommendations on conflicts 5 and 6, recognizing the Committee's desire to have the Authority Board deal with the substance of these conflicts rather than be resolved by the Committee. The included recommendations are consistent with their responsibility to advise the Board of their best professional counsel.

It is clear that the issues identified in conflicts 5 and 6 are fundamental to the Plan and the purpose and continuing function of the Authority.

It is imperative that the Authority deal directly with these fundamental conflicts and develop directives which will give clear policy to those who are to be held responsible for implementing the plan. These directives, in the form of policies, must be made as early as possible since the on-going work of the consultant has a direct relationship to the substance of these directives.

The foundation of the state statutes concerning solid waste management is predicated on the principle of achieving a solid waste management and resource recovery program through cooperation, coordination and consolidation of existing

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and sometimes fragmented systems. Our present system evolved in response to the changing waste generation characteristics of the general public. The need to develop contemporary responses to this continuously changing pattern is the responsibility of the Authority. This response must be on a comprehensive and county-wide basis.

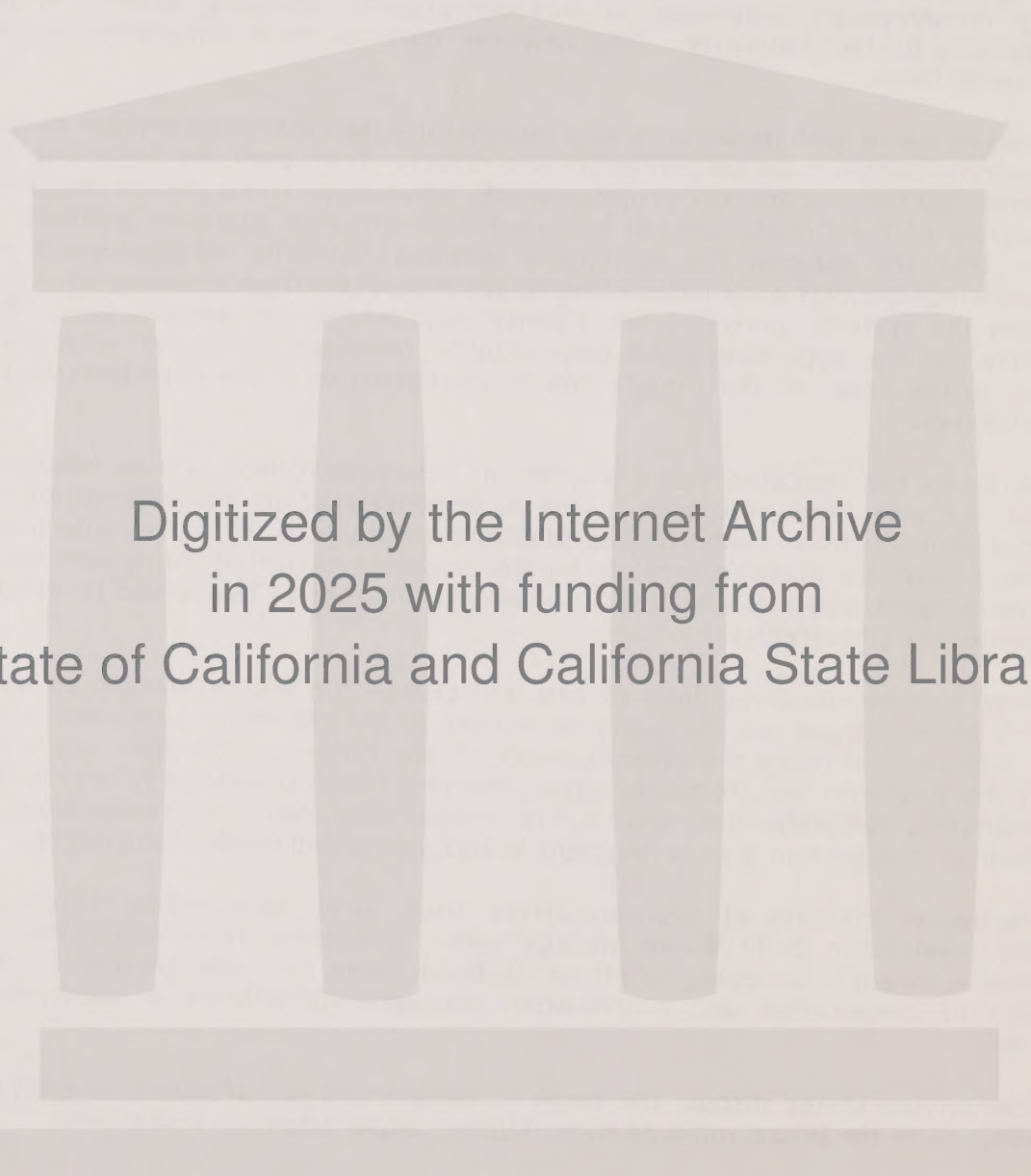
These issues are of such importance to a successful solid waste management system that their resolution must be deliberate and direct. They must not be left to the independent actions on specific projects which, taken collectively, would then form the program of the County and not be based on countywide goals and policies. It appears that the solution lies someplace between Authority adopted goals and program which permits each jurisdiction to act independently and a program which relies on the state to prescribe the County solid waste management plan. The Authority has the opportunity and responsibility to select the system which will respond to the needs of the County and be consistent with the objectives of the state statutes.

The Authority has indicated that a program of independent local actions would not produce the most economic plan. This is demonstrated by the content of the facilities plan which the Authority has adopted previously. It is clear equally that a program to have the State responsible for the complete control of the system would alter the present long-standing, locally-managed programs. This would be clearly unacceptable and ineffective.

Whatever plan results from these efforts will change the present system by some measure since changes are necessary to respond to the objectives contained in the State statutes and meet the present needs of the citizens. The question is the extent the Authority and its parent agency members wish to change to provide for a coordinated, comprehensive, solid waste management plan to serve the needs of the County. The present plan is deficient in this aspect and needs clarification.

The Authority consists of representatives from local jurisdictions which are directly involved in Solid Waste Management. This presents an opportunity to continue a strongly accepted principle of local home rule and provide for the measure of cooperation and coordination necessary to achieve a county-wide program.

The Committee should discuss the range of options and ramifications of each for presentation to the Board and urge their diligent deliberation and resolution.



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May 18, 1979

Mr. William Fraley
399 Elmhurst Street
Hayward, California 94544

041-448-2

Subject: Conflict Resolutions

Dear Mr. Fraley:

Enclosed is a summary of the conflict resolutions selected by the subcommittee members on May 16, 1979.

I will send some additional comments on Conflict No. 6 next week. Please let me know if you have any comments on the enclosed material.

Very truly yours,

BROWN AND CALDWELL

Pat Maroney
Patrick M. Maroney

PMM:lmr
Enclosure

May 18, 1979

041-448-2

SUBJECT: REPORT ON ACTIONS TAKEN AT SUBCOMMITTEE
MEETING HELD MAY 16, 1979

SUBCOMMITTEE MEMBERS

PRESENT: SHIRLEY DEAN, CITY OF BERKELEY
YOSH FUGIWORKA, CITY OF FREMONT

OTHERS PRESENT:

WILLIAM FRALEY, PLANNING DIRECTOR
BETTY CROLY, ASSISTANT PLANNING DIRECTOR
MICHAEL BAUMANN, CITY OF BERKELEY
PATRICK MARONEY, BROWN AND CALDWELL
JULIE NILSON, BROWN AND CALDWELL

The following is a summary of the recommendations by the subcommittee members for resolving the conflicts identified among the Alameda County Solid Waste Management Plan, the Short-Term Facilities Plan, the Medium- and Long-Term Facilities Plan, and the resolutions adopted by the Authority. These conflicts were described in a memorandum to the Authority members from Brown and Caldwell dated May 7, 1979, and discussed at the Authority meeting held May 10, 1979.

Conflict No. 1

Reference: Solid Waste Management Plan, pg. VIII-17,
Item C(2)a(4):

"The goal of this plan is at least 67 percent combined resource materials and energy recovery by the early 1980's and 92 percent by 1990's (alternatives 1980 C and 1990 C); the options of composting the organic fraction (such as the Bay Delta Demonstration) will continue to be explored.

- a. It should be realized that the adoption of these goals is dependent upon at least two conditions; (1) the favorable circumstances with technology fully developed and adequate demand for reclaimed and recycled waste products, and (2) goals in view of present technology. Decisions ultimately will be based upon evaluation of technical feasibility, cost, and benefits derived."

Explanation. The goal of 67 percent resource materials and energy recovery by the early 1980's will not be met. The facilities identified in the medium- and long-term facilities plan will not recover 92 percent of the waste stream. The alternatives identified as 1980 C and 1990 C refer to plans identified in the appendices to the original solid waste management plan, which are superseded by the medium- and long-term facilities plan. The waste stream is not adequately identified.

Subcommittee Recommendation. Revise the policy statement as follows:

The goal of this plan is 67 percent combined resource materials and energy recovery of the waste quantities shown in Table ____, "Residential, Commercial, and Light Industrial Waste Quantities in Alameda County" by the early 1980's and 92 percent by the 1990's, providing these goals are technically feasible and cost-effective.

Conflict No. 2

Reference: Solid Waste Management Plan, pg. VIII-21,
Item C(2)f(1)a:

"If a maximum conservation of resources (including energy) is a primary goal, the materials in solid waste should be recovered through composting rather than converted to energy."

Explanation. Technologically specific statements should not be part of a policy requirement, since consideration of alternative technologies is precluded by such statements. The statement also conflicts with the resource recovery facility designated in the medium- and long-term facilities plan.

Subcommittee Recommendation. Revise the policy statement as follows:

Composting solid waste should be encouraged.

Conflict No. 3

Reference: Solid Waste Management Plan, pg. VIII-21,
Item C(2)e(3):

"Design of a processing/energy recovery facility to serve the metropolitan area (Central Metropolitan, Eden Planning Units) and the development of a funding program should begin immediately if resource recovery goals are to be met in the early 1980's and 1990's."

Explanation. It is not clear whether "design" refers to the planning and predesign phase of facilities development which includes economic analysis, or facilities design following the predesign phase. The statement also conflicts with the medium- and long-term facilities plan since it refers to design of a processing/energy recovery facility to serve the metropolitan area whereas the medium- and long-term facilities plan calls for design of a resource recovery facility to serve the entire county. As mentioned previously, the current resource recovery goal for the early 1980's will not be met.

Subcommittee Recommendation. Revise the policy statement as follows:

Study of resource recovery facilities should begin immediately and should be implemented as soon as possible in order to meet the resource recovery goals of this plan.

Conflict No. 4

Reference: Solid Waste Management Plan, pg. VIII-18,
Item C(2)a(6)b:

"Transfer facilities will be needed for the metropolitan area of Alameda County (Albany to Hayward) and should be located to efficiently serve collection routes in each area. Such facilities would separate ferrous and non-ferrous metals, reusable fibers (wood and paper), glass, and other materials for which adequate markets exist. They would apply the most feasible proven technology to this problem."

Explanation. This statement requires transfer facilities between Albany and Hayward and conflicts with the medium- and long-term facilities plan, which recommends transfer facilities throughout the county including the tri-cities area. It does not address coordination of resource recovery activities at the transfer station with those at resource recovery facilities. The statement also requires separation of ferrous and nonferrous metals, reusable fibers, and glass, regardless of market conditions.

Subcommittee Recommendation. Revise the policy statement as follows:

Transfer stations are needed in Alameda County and should be located to efficiently serve collection routes. Ferrous and nonferrous metals, reusable fibers (wood, paper and cardboard), glass, and other materials should be recovered at these transfer stations provided adequate markets exist for the separated products. The location of and resource recovery activities at the transfer stations should be coordinated with resource recovery facilities.

Conflict No. 5

Reference: Solid Waste Management Plan, pg. VIII-17,
Item C(2)a(2)a, Policy:

"That cities and special districts will continue to accept the responsibility for the waste generated within their borders and retain the right to dispose of or utilize their solid waste to their best advantage."

Reference: Solid Waste Management Plan, pg. VIII-1,
Item A, Goals and Objectives:

"Participation in regional planning for waste management as it relates to the needs and goals of the people of Alameda County should be undertaken to the extent that regional planning achieves a more efficient management of the waste stream."

Subcommittee Recommendation. Clarification of the intent of the regional planning goal resulted in elimination of this conflict. It was determined that the policy statement should be included as part of Conflict No. 6 and that the goal should be revised as follows:

Participation in Bay Area regional planning for hazardous waste management as it relates to the needs and goals of the people of Alameda County should be undertaken to the extent that regional planning achieves a more efficient management of the waste stream.

Conflict No. 6

Reference: Solid Waste Management Plan, pg. VIII-16,
Item C(1)e(1), Policy:

"Any jurisdiction which can use and import garbage can develop a sophisticated system for dealing with the problem and may proceed as long as the system added is advanced or improved over burial and is in conformance with the goals of the plan."

Reference: Solid Waste Management Plan, pg. VIII-17,
Item C(2)a(2)a, Policy:

"That cities and special districts will continue to accept the responsibility for the waste generated within their borders and retain the right to dispose of or utilize their solid waste to their best advantage."

Reference: Minutes of Alameda County Solid Waste Management
Authority Meeting, September 7, 1978:

"It was moved, seconded and carried that a motion to 'regionalize' resource recovery at the Davis Street location - except that if resource recovery proves to be economically more desirable at one or more other transfer stations, then to the extent that it is so more desirable the resource recovery shall be carried on at such other stations too, with any excess, if any, at such other station(s) to be processed at Davis Street; always provided that Berkeley Transfer Station is excluded; and always provided that the City of Alameda be given first right of refusal as to any RDF developed."

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